

## **SECTION II.**

### Citizen Participation Plan and Input

---

## **SECTION II.**

### **Citizen Participation Plan and Input**

The Citizen Participation Plan (CPP) described below is based on the CPP established for the State's five-year Consolidated Plan, covering program years 2005–2009. The CPP was developed around a central concept that acknowledges residents as stakeholders and their input as key to any improvements in the quality of life for the residents who live in a community.

The purpose of the CPP is to provide citizens of the State of Indiana maximum involvement in identifying and prioritizing housing and community development needs in the State, and responding to how the State intends to address such needs through allocation of the federal Community Development Block Grant (CDBG), HOME Investment Partnerships Program funding (HOME), the Emergency Shelter Grant (ESG) and Housing Opportunity for Persons with AIDS (HOPWA) funding.

This document guides the CPP for the five-year Consolidated Planning period. Each program year affords Indiana residents an opportunity to be involved in the process. Citizens have a role in the development of the Consolidated Plan and annual Action Plans regardless of age, gender, race, ethnicity, disability and economic level. A special effort is made each year to enhance the participation efforts of the previous year and to reach sub-populations who are marginalized in most active participation processes. For example, for the FY2005–2009 five-year Consolidated Plan, a telephone survey was conducted of residents in the State's nonentitlement areas to obtain broad input into the Consolidated Planning process. Through this survey, 300 residents were able to participate in the process from the convenience of their homes. In addition, a similar citizen survey was distributed to the State's housing and social service organizations, including public housing authorities, to maximize input from the State's low-income citizens and citizens with special needs.

From the onset of the first community forum to the distribution of the surveys and writing of the Plan, the needs of the Indiana residents, government officials, nonprofit organizations, special-needs populations and others and have been carefully considered and reflected in the drafting of the document.

#### **Five-Year Consolidated Plan Participation Process**

The participation process for the five-year Consolidated Plan included four phases and took nine months to complete. There were multiple approaches used to inform residents of the process and then gather community opinions. Citizens throughout the State were actively sought out to participate and provide input for the process.

**Phase I. Citizen Participation Plan development.** The citizen participation plan (CPP) was crafted by the administering agencies and Consolidated Plan Coordinating Committee in late 2005. The CPP was modified with an eye toward obtaining broader public input and facilitating more direct input from low-income individuals and persons with special needs.

**Phase II. Survey preparation and implementation.** Four survey instruments were prepared for the Consolidated Plan CPP:

- A key person survey to capture stakeholder input;
- A telephone survey, the Indiana Rural Poll, conducted of Indiana residents living outside of Indiana's urbanized areas;
- A citizen survey targeted to special-needs and low-income individuals, including persons who had been or are currently homeless; and
- A survey of public housing authorities.

Drafts of the survey instruments were reviewed with the Coordinating Committee. The Committee assisted in developing the list of organizations to receive the mail/email citizen survey, which was passed onto clients. The Committee also helped spread the word about the citizen survey and its importance to the Consolidated Plan. The Indiana Housing and Community Development Authority (IHCDA) sent an announcement about the citizen survey to their email subscribers and encouraged public participation. They also posted a downloadable version of the survey on their website.

**Phase III. Strategic, Action and Allocation Plan development.** After the Consolidated Plan research was completed, the administering agencies reviewed and discussed the FY2005–2009 Strategic Plan Strategies and Actions to develop new five-year goals. These goals are used to guide the funding allocation of CDBG, HOME, ESG and HOPWA during each program year covered by the Plan.

In addition, OCRA consulted with local elected officials and the Office of Community and Rural Affairs Grant Administrator Networking Group in the development of the method of distribution set forth in the State's Consolidated Plan for CDBG funding.

**Phase IV. Public hearing and comment period.** Citizens and agency representatives were notified of the publication of the Draft Consolidated Plan during the surveys and by public notification in newspapers throughout the State. The draft report was posted on the Indiana Housing and Community Development Authority and Office of Community and Rural Affairs websites.

Residents had the opportunity to comment on the Draft Consolidated Plan in verbal or written form during a 30-day public comment period. During the comment period, copies of the Draft Plan were provided on agency websites, and Executive Summaries were distributed to the public. Two public hearings were held in nonentitlement areas to give residents an opportunity to discuss the Draft Plan in person. Residents were informed through the public hearings and notices about how to submit comments and suggestions on the Plan.

The State has a policy to provide citizens and units of general local government with reasonable and timely access to records regarding the past and proposed use of CDBG funds, as such records are requested.

### **2007 Action Plan Participation Process**

Citizens had the opportunity to comment on the 2007 Draft Action Plan for CDBG, HOME, ESG and HOPWA through two public hearings held during the 30-day public comment period, April 5 through May 7, 2007. The public hearings were publicized through legal advertisements in 13

regional newspapers with general circulation statewide. In addition, the notice was distributed by mail to more than 1,000 local officials, nonprofit entities and interested parties statewide. A list of the newspapers in which the legal notice appeared along with a copy of the notice appears at the end of this section.

On April 24 and 25, 2007, public hearings were held in Salem and Kokomo, beginning at 10:00 a.m. During the session, executive summaries of the Plan were distributed and instructions on how to submit comments were given. In addition, participants were given an opportunity to provide feedback or comment on the Draft Plan. Stakeholders were also directly consulted about the State's greatest needs and encouraged to provide comments on the Action Plan through personal interviews conducted in March and April 2007.

**Comments Accepted, Considered and Not Accepted or Considered.** The State of Indiana accepted public comments on the 2007 Draft Action Plan between April 5 and May 7, 2007. All of the comments received—both verbal and written—are summarized or appended to the Action Plan, unless otherwise requested by the commenter.

### **Annual Performance Report**

Before the State submits a Consolidated Plan Annual Performance and Evaluation Report (CAPER) to HUD, the State will make the proposed CAPER available to those interested for a comment period of no less than 15 days. Citizens will be notified of the CAPER's availability through a notice appearing in at least one newspaper circulated throughout the State. The newspaper notification may be made as part of the State's announcement of the public comment period and will be published two to three weeks before the comment period begins.

The CAPER will be available on the websites of the Indiana Housing and Community Development Authority and the Office of Community and Rural Affairs during the 15-day public comment period. Hard copies will be provided upon request.

The State will consider any comments from individuals or groups received verbally or in writing. A summary of the comments, and of the State's responses, will be included in the final CAPER.

### **Substantial Amendments**

Occasionally, public comments warrant an amendment to the Consolidated Plan. The conditions for whether to amend are referred to by HUD as "Substantial Amendment Criteria." The following conditions are considered to be Substantial Amendment Criteria:

1. A substantial change in the described method of distributing funds to local governments or nonprofit organizations to carry out activities. "Substantial change" shall mean the movement between programs of more than 10 percent of the total allocation for a given program year's block-grant allocation, or a major modifications to programs.  
Elements of a "method of distribution" are:
  - Application process for local governments or nonprofits;
  - Allocation among funding categories;

- Grant size limits; and
  - Criteria selection.
2. An administrative decision to reallocate all the funds allocated to an activity in the Action Plan to other activities of equal or lesser priority need level, unless the decision is a result of the following:
- There is a federal government recession of appropriated funds, or appropriations are so much less than anticipated that the State makes an administrative decision not to fund one or more activities;
  - The governor declares a state of emergency and reallocates federal funds to address the emergency; or
  - A unique economic development opportunity arises wherein the State administration asks that federal grants be used to take advantage of the opportunity.

**Citizen participation in the event of a substantial amendment.** In the event of a substantial amendment to the Consolidated Plan, the State will conduct at least one additional public hearing. This hearing will follow a comment period of no less than 30 days, during which the proposed amended Plan will be made available to interested parties. Citizens will be informed of the public hearing, and of the amended Plan's availability, through a notice in at least one newspaper prior to the comment period and hearing.

In the event of substantial amendments to the Consolidated Plan, the State will openly consider all comments from individuals or groups submitted at public hearings or received in writing. A summary of the written and public comments on the amendments will be included in the final Consolidated Plan.

**Changes in Federal Funding Level.** Any changes in federal funding level after the Consolidated Plan's draft comment period has expired, and the resulting effect on the distribution of funds, will not be considered an amendment or a substantial amendment.

### **Citizen Complaints**

The State will provide a substantive written response to all written citizen complaints related to the Consolidated Plan, Action Plan amendments and the CAPER within 15 working days of receiving the complaint. Copies of the complaints, along with the State's response, will be sent to HUD if the complaint occurs outside of the Consolidated Planning process and, as such, does not appear in the Consolidated Plan.

### **OCRA Citizen Participation Requirements**

The State of Indiana, Office of Community and Rural Affairs, pursuant to 24 CFR 91.115, 24 CFR 570.431 and 24 CFR 570.485(a), wishes to encourage maximum feasible opportunities for citizens and units of general local government to provide input and comments as to its Methods of Distribution set forth in the Office of Community and Rural Affairs' annual Consolidated Plan for CDBG funds submitted to HUD as well as the Office of Community and Rural Affairs' overall administration of the State's Small Cities Community Development Block Grant (CDBG) Program.

In this regard, the Office of Community and Rural Affairs will require each unit of general local government to comply with citizen participation requirements for such governmental units as specified under 24 CFR 570.486(a), to include the requirements for accessibility to information/records and to furnish citizens with information as to proposed CDBG funding assistance as set forth under 24 CFR 570.486(a)(3), provide technical assistance to representatives of low-and-moderate income groups, conduct a minimum of two public hearings on proposed projects to be assisted by CDBG funding, such hearings being accessible to handicapped persons, provide citizens with reasonable advance notice and the opportunity to comment on proposed projects as set forth in Title 5-3-1 of Indiana Code, and provide interested parties with addresses, telephone numbers and times for submitting grievances and complaints.

### **Citizen and Stakeholder Input**

To collect additional information from stakeholders and citizens about Indiana's housing and community development needs, interviews were conducted during March and April 2007 with key persons who are knowledgeable about these needs in the State. These key persons included economic development organizations, a utility provider, local government representatives, an engineering consultant, housing providers, community service providers, advocates and others. The interviews provided information about the housing market in general and about the top housing and community development needs in the State. Their responses build upon those received through key person interviews conducted as part of the five-year Consolidated Plan and 2006 Action Plan.


The following is a list of organizations and agencies who participated in the planning process as part of key person interviews. Their input was very welcome and their thoughts much appreciated.

**Exhibit II-1.**  
**Organizations/Agencies Consulted, March and April 2007**

Organizations/Agencies	Area(s) Served
Community Action Program of Western Indiana	Western Indiana
Economic Development Group (Wabash County)	Wabash County
Hannum Wagle and Cline	State of Indiana
Hoosier Energy	Southern Indiana
Indiana Association for Community and Economic Development	State of Indiana
Indiana Association of Cities and Towns Field Services Manager	State of Indiana
Indiana Association of United Way	State of Indiana
Indiana Economic Development Corporation	State of Indiana
Indiana Finance Authority	State of Indiana
Mayor of Logansport	Logansport, IN
Mayor of Washington	Washington, IN
Milestone Ventures	Southern Indiana
Providence Self-Sufficiency Ministries	Floyd and Vigo counties
Rural Opportunities, Inc.	Southern Indiana
Rural Rental Housing Association	State of Indiana
Southern Indiana Regional Planning Commission	Southern Indiana
USDA Rural Development	State of Indiana
Vectren Energy	State of Indiana

The information from the interviews is summarized in the following exhibits. Exhibit II-2 shows the housing needs organized by the number of times an organization or agency mentioned the need, from most to least. The top housing need, identified by almost all the interviewees, was providing affordable rental or for-sale housing.

**Exhibit II-2.**  
**Housing Needs**


Housing Needs	
Provide affordable housing to rent and own for low to moderate income families	<p><i>Identified the most</i></p>  <p><i>Identified the least</i></p>
Offer housing repair/rehabilitation/weatherization assistance (including more lenders)	
Offer counseling/education for new homeowners	
Provide payment assistance and mortgage interest buy-downs	
Develop executive housing in rural areas where large manufacturing facilities are locating	
More funding to create affordable housing (from State or Government)	
More housing for the elderly	
Reduce the number of abandoned houses	
Regulate mortgage companies on lending practices	
Increase number of minority families that own homes	
Offer property tax relief for landlords	
Overhaul entire taxation system	

Source: Key Person Interviews for 2007 Annual Action Plan, March and April 2007.

In addition, participants were asked if there were any land use and/or zoning regulations that inadvertently restrict access to fair housing or prevent the development of affordable housing. Several of the participants responded that there were none, and they thought that cities were careful when considering their zoning and land use regulations. One participant mentioned that there is an assumption that lower density is better, which is not always true. Another participant suggested there is a community perception/social stigma that low-income housing in certain communities prevents building.

Exhibit II-3 shows the top community and economic development needs identified by stakeholders through interviews. As in Exhibit II-2, they are listed in descending order, with those identified the most appearing at the top of the exhibit.

**Exhibit II-3.**  
**Community and Economic Development Needs**

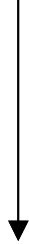
Community and Economic Development Needs	
Access to more jobs with better pay	<i>Identified the most</i>  <i>Identified the least</i>
Increase funds to maintain public infrastructures	
Fix failing public septic systems/reduce combined sewer overflow/sewer system upgrades/creation	
More transportation options for rural areas	
Create better development sites	
Downtown redevelopment	
More educational programs (employment, trade, social service opportunities, etc.)/General lack of education	
Offer Broad Band service via wireless or fiber	
Create workforce development programs	
Develop regional waste water treatment facilities	
Develop rural healthcare	
Increase co-ordination and co-operation between local government entities	
Increase strong, sustained local leadership	
More grocery stores/private businesses in rural areas	
More mental health services that are affordable	
Continue increased access to higher education	
Continue to improve primary and secondary schools	
Difficult to attract larger commercial development projects in rural areas	
Indiana culture does not reward or welcome entrepreneurship, creativity or risk takers	
More banks	
More medical assistance programs/institutions	
Offer more recreation opportunities	
Zoning boards and commissions only approving higher priced new homes	

Source: Key Person Interviews for 2007 Annual Action Plan, March and April 2007.



Exhibit II-4 shows the needs of the special-needs or at-risk populations of Indiana, as identified through stakeholder interviews. The needs are listed in descending order.

**Exhibit II-4.**  
**Needs of Special-Needs Populations**

More housing choices for low-income clients	<i>Identified the most</i>  <i>Identified the least</i>
Credit-maintenance programs for low-income clients; education on credit	
More job training and GED programs for uneducated populations	
More Senior housing	
More landlords to offer housing to low-income citizens and make the process easier (currently too difficult).	
Assist and educate people to have more responsibility for their lives.	
Methamphetamine usage where I live (Seymour) adds to crime and loss of life.	
More housing for farm workers in rural areas	
Programs to foster/develop independence from social services	

Source: Key Person Interviews for 2007 Annual Action Plan, March and April 2007.

In addition, participants were asked to discuss “quality of life” issues and address what is lacking or most needed in the small cities and rural areas of Indiana, as well as to identify the positive aspects of those areas. The first five most-needed items listed received two responses; the rest were each mentioned once. The most commonly identified benefit of living in a small city or rural area was the feeling that the communities are safe and have low crime and that people tend to know one another and are more connected. The following exhibit lists the responses to what is most needed in the small and rural communities and the positive aspects of living in a smaller or rural community.

**Exhibit II-5.**  
**Quality of Life in Indiana's Small Cities and Rural Areas**

Quality of Life	
<p><b>Most needed in small communities and rural areas:</b></p> <ul style="list-style-type: none"> <li>Tax base to pay for a good quality of life and a look at the State's tax structure as a whole</li> <li>Access to broadband via wireless or fiber</li> <li>Infrastructure improvements, including improved waste water and drinking water treatment</li> <li>Programs to generate new jobs and job retention, along with better employment opportunities</li> <li>Strong local government leaders willing to create change and improve the quality of life for their residents</li> <li>Continue to improve access to higher education, and primary and secondary schools can always be improved</li> <li>Downtown redevelopment</li> <li>More executive level housing</li> <li>More recreational opportunities</li> <li>Quality health care</li> <li>Residents need to embrace change and reward creativity, entrepreneurs and risk takers</li> </ul> <p><b>Positive aspects of small and rural communities:</b></p> <ul style="list-style-type: none"> <li>A community that is safe, where people are connected to one another</li> <li>Access to higher education and good/decent schools</li> <li>Access to recreation and natural resources</li> <li>Clean and scenic communities</li> <li>Good transportation with less traffic</li> <li>Affordable housing</li> <li>Good churches</li> <li>Good clean industry</li> <li>Good work ethic</li> <li>Governmental units that work together</li> <li>Health care and hospitals</li> <li>Improved telecommunications</li> <li>Local shopping</li> <li>Senior citizen activities</li> </ul>	<p><i>Identified the most</i></p> <p>↓</p> <p><i>Identified the least</i></p> <p><i>Identified the most</i></p> <p>↓</p> <p><i>Identified the least</i></p>

Source: Key Person Interviews for 2007 Annual Action Plan, March and April 2007.

# Newspapers in which Public Notices Ran

## *The Republic*

Classified Advertising  
The Republic Drive  
Columbus, IN 47201  
Attention: Jan Rittenhouse  
812/379-5661  
FAX 812/379-5776

## *Indianapolis Star*

Classified Advertising  
307 North Pennsylvania  
Indianapolis, IN 46204  
Attention: Judy Martinez  
317/633-1163  
FAX 317/444-8806

## *The Journal-Gazette*

Pamela Wood  
Classified Advertising  
P.O. Box 100  
Ft. Wayne, IN 46802  
260/461-8246  
FAX 260/461-8230

## *The Chronicle-Tribune*

Classified Advertising  
610 South Adams St.  
Marion, IN 46953  
317/664-5111  
FAX 765/664-6292

## *The Courier Journal*

Classified Advertising  
525 West Broadway  
Louisville, KY 40202  
502/582-4731  
FAX 502/582-4930

## *Gary Post Tribune*

Casie Newton  
Legal Notices  
1433 E. 83<sup>rd</sup> Ave.  
Merrillville, IN 46410  
1/800/876-8907

## *Tribune Star*

Box 149  
Terre Haute, IN 47807  
812/231-4200  
FAX 812/231-4234

## *Journal & Courier*

217 N. 6th St.  
Lafayette, IN 47901  
765/423-5511  
FAX 765/742-5633

## *Evansville Courier*

Box 268  
Evansville, IN 47072  
Attention: Classified  
812/424-7711  
FAX 812/464-7487

## *South Bend Tribune*

225 W. Colfax Ave.  
South Bend, IN 46626  
Attention: Laura  
574/233-6161  
FAX 574/232-1880

## *Palladium-Item*

Box 308  
Richmond, IN 47374  
Attention: Sandy Baisley  
765/973-4545  
FAX 765/973-4440

## *The Times*

601 45th Ave.  
Munster, IN 46321  
Attention: Classified Advertising  
219/933-3200  
FAX 219/933-3334

## *The Star Press*

P.O. Box 2408  
Muncie, IN 47307  
Attention: Legal Advertising  
765/213-5700  
FAX 765/213-5758

# **NOTICE OF PUBLIC HEARING FY 2007 CONSOLIDATED PLAN FOR FUNDING**

## **INDIANA OFFICE OF COMMUNITY AND RURAL AFFAIRS INDIANA HOUSING AND COMMUNITY DEVELOPMENT AUTHORITY**

Pursuant to 24 CFR part 91.115(a)(2), the State of Indiana wishes to encourage citizens to participate in the development of the State of Indiana Consolidated Plan for 2007. In accordance with this regulation, the State is providing the opportunity for citizens to comment on the 2007 Consolidated Plan Update draft report, which will be submitted to the US Department of Housing and Urban Development (HUD) on or before May 15, 2007. The Consolidated Plan defines the funding sources for the State of Indiana's four (4) major HUD-funded programs and provides communities a framework for defining comprehensive development planning. The FY 2007 Consolidated Plan will set forth the method of distribution of funding for the following HUD-funded programs:

**State Community Development Block Grant (CDBG) Program  
Home Investment Partnership Program  
Emergency Shelter Grant Program  
Housing Opportunities for Persons With AIDS Program**

These public hearings will be conducted as follows:

**Salem Public Library  
Program Room  
212 North Main St.  
Salem, IN 47167  
Tuesday, April 24  
10:00 am (Local Time)**

**Kokomo Public Library - south branch  
Cardinal Room  
1755 East Center Road  
Kokomo, IN 46902  
Wednesday, April 25  
10:00 am (Local Time)**

If you are unable to attend the public hearings, written comments are invited April 5, 2007 through May 7, 2007, at the following address:

**Indiana Office of Community and Rural Affairs  
One North Capitol – Suite 600  
Indianapolis, IN 46204-2288**

Persons with disabilities will be provided with assistance respective to the contents of the Consolidated Plan. Interested citizens and parties who wish to receive a free copy of the Executive Summary of the FY 2007 Consolidated Plan or have any other questions may contact the Indiana Office of Community and Rural Affairs at its toll free number 800.824.2476, or 317.232.8911, during normal business hours or via electronic mail at [bdawson2@ocra.in.gov](mailto:bdawson2@ocra.in.gov).